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Training in

Administrative Management

U. S. Department of Agriculture



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*College of Agriculture
University of Wyoming
Laramie, Wyoming*

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February 15 - 19, 1960

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Front row, left to right: Lin Bowman, FS; Dale Jones, FS; Keith Miller, SCS; Fred Giles, FHA; Joe Prochaska, ASC; Russ Kronenberger, SCS; W. E. Longpre, ASC; A. D. Robb, ARS.

Second row, left to right: Lloyd Jones, ASC; Louis Schilt, Extension Service; Dale Bohmont, College of Agriculture; O. Henry Engenhorff, Wyo. Dept. Ag.; Allen Wight, FHA; Jim Blodgett, FHA; J. D. Hitchcock, ARS; Paul Pownall, AMS; C. L. Stanford, ARS.

Third row, left to right: Malcom Grover, Safeway Stores; Howard Sturges, SCS; Les Hoffman, AMS; Harry Tiberend, Wyo. Dept. Ag.; Harry Gillette, FS; H. Leo Wilson, SCS; Clint Endicott, SCS; S. H. Van, FS.

Back row, left to right: B. B. Hayes, FS; Ed Heller, FS; Adrian Dalton, FS; Dave Johns, FS; G. K. Brown, FS; George W. Lowham, ASC; Harry Irving, FHA.

Not in picture: Helen Hunter, Extension Service, Michael Purko, Wyo. Dept. Ag.; Arvil Ashment, Extension Service.

FOREWARD

This is a brief summary of the Training in Administrative Management Workshop held at the University of Wyoming, Laramie, Wyoming February 15-19, 1960.

The planning, writing, editing, and publishing of this book was part of the training. The summaries and other features are the products of workshop participants. The contents were submitted to the editorial committee, and are printed with minimum revision.

The workshop was conducted as a part of a broad training program of the United States Department of Agriculture to improve administrative management within the Department. The immediate purpose of the workshop was to give a selected group of workers in the Department of Agriculture an opportunity to inquire into the nature of management and administration, to consider basic and fundamental principles of administration and management in relation to their everyday problems as supervisors in their respective agencies. Participants in the workshop were given an opportunity to discuss common problems of supervision, and to exchange viewpoints on problems of common interest.

In conducting the workshop a variation of instructional methods were employed, including (1) lecture, (2) discussion, (3) case problems, (4) role playing, and (5) problem solving. There was a high degree of participation by workshop participants and the results were considered most favorable.

The program was arranged to give broad coverage to the subject of administrative management and organized under a schedule which included (1) Public Relations, (2) Developing Tomorrow's Leaders, (3) Basic Functions of the Administrator, (4) Authority, Delegation, Responsibility, (5) Human Elements in Management, (6) Better Line-Staff Relationship, and (7) Better Communications Techniques.

The participants considered themselves fortunate to have had the opportunity to attend. It was generally felt the workshop was extremely well planned and organized. The leaders were eminently well-qualified to lead the discussions.

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ACKNOWLEDGEMENTS

The success of the Training in Administrative Management (TAM) Workshop at the University of Wyoming, Laramie, February 15-19, 1960 for 33 selected employees of the U. S. and Wyoming Departments of Agriculture stationed in Wyoming, stemmed to a large extent from the careful planning and leadership of the Wyoming TAM Planning Committee: Lester J. Hoffman, Agricultural Marketing Service, Chairman; Ray Christensen, Farmers Home Administration, Secretary; Dr. G. H. Starr, Extension Service; George K. Brown, Forest Service; Robert Rymill, Agricultural Stabilization and Conservation; and J. A. Bartruff, Soil Conservation Service. Dr. James W. Wommack, Agricultural Research Service, helped in the early stages of planning before being transferred out of Wyoming. Lester Hoffman, by virtue of being chairman, served as Workshop Director and in that capacity provided an added service to the success of the TAM Workshop. The foundations and structure of the TAM Workshop developed by this committee is gratefully acknowledged.

Mr. Hoffman and Mr. Christensen, along with Dr. James H. Wommack and C. W. Shockley, Agricultural Research Service, both of whom have since been transferred, attended a regional TAM Institute at Santa Barbara, California, January 26 - February 6, 1959 and were directed to plan a TAM Workshop for Wyoming.

The six speakers and discussion leaders deserve much credit for the excellent presentation of subject matter and conduct of discussions in the week's program. They were: Mr. Ernest C. Betts, Director of Personnel, USDA, Washington, D.C.; Mr. A. T. Briley, Deputy Director, Tenth U. S. Civil Service Region, Denver, Colorado; Mr. Malcolm P. Grover, Branch Manager, Public Relations Department, Safeway Stores, Denver, Colorado; and the three Wyoming University staff members, Professors O. D. Turner, John L. McKeever and Jack C. Routson, from the Department of Business Administration College of Commerce and Industry. The participants in the Wyoming TAM Workshop are indebted to these six men for stimulating much thought and discussion on many principles and problems in administrative management.

The time and assistance provided by staff members of the University of Wyoming contributed much to the smooth operation of the Wyoming TAM Workshop and is greatly appreciated. Dean Clare Mundell of the College of Commerce and Industry cooperated fully with the Planning Committee in providing personnel and reference materials used during the week's program. Dr. Neal Hilston, Dean of the College of Agriculture and Director of the Agricultural Experiment Station, welcomed the group to the University campus and provided space in the Agricultural Building for the Workshop. Arvil Ashment, County Agent Supervisor, served as Workshop Manager and arranged for rooms, materials, clerical help, and facilities used during the TAM Workshop.

WYOMING TAM WORKSHOP PARTICIPANTS

DISTRIBUTION BY AGENCIES

Wyoming Department of Agriculture	3
Extension Service	3
College of Agriculture	1
Agricultural Marketing Service	1
Agricultural Research Service	3
Soil Conservation Service	5
Agricultural Stabilization and Conservation	4
Farmers Home Administration	4
Forest Service	9
Total	33

DISTRIBUTION BY LOCATION

Casper	11
Laramie	10
Cheyenne	5
Cody	2
Sheridan	1
Kemmerer	1
Powell	1
Wheatland	1
Douglas	1
Total	33

DISTRIBUTION BY GRADE

GS-11	15
GS-12	10
GS-13	1
Total	26 Classified employees

LIST OF AGENCY PARTICIPANTS

<u>NAME AND POSITION</u>	<u>ADDRESS</u>
<u>Louis Schilt</u> Assistant Director	Wyoming Extension Service University of Wyoming Laramie, Wyoming
<u>Arvil Ashment</u> County Agent Supervisor	Wyoming Extension Service University of Wyoming Laramie, Wyoming
<u>Helen Hunter</u> State Home Demonstration Leader	Wyoming Extension Service University of Wyoming Laramie, Wyoming
<u>C. Keith Miller</u> Assistant State Conservationist	Wyoming State SCS Office Casper, Wyoming
<u>C. L. Endicott</u> State Conservation Engineer	Wyoming State SCS Office Casper, Wyoming
<u>H. Leo Wilson</u> State Soil Conservationist	Wyoming State SCS Office Casper, Wyoming
<u>R. C. Kronenberger</u> State Soil Scientist	Wyoming State SCS Office Casper, Wyoming
<u>Howard D. Sturges</u> Watershed Party Leader	Wyoming State SCS Office Casper, Wyoming
<u>Joseph H. Prochaska</u> Chief, Administrative Division	Wyoming ASC State Office Casper, Wyoming
<u>George W. Lowham</u> Program Specialist, Agri. Conservation Program	Wyoming ASC State Office Casper, Wyoming
<u>Lloyd Jones</u> Program Specialist, Soil Bank & Performance	Wyoming ASC State Office Casper, Wyoming
<u>Wilfred E. Longpre</u> Program Specialist, Production Adjustment	Wyoming ASC State Office Casper, Wyoming
<u>Dale Jones</u> Staff Officer	Shoshone National Forest Office - Cody, Wyoming
<u>Lindley Bowman</u> Engineer	Shoshone National Forest Office - Cody, Wyoming

NAME AND POSITIONADDRESS

Edward E. Heller
District Ranger

Medicine Bow National Forest
Office - Douglas, Wyoming

Adrian Dalton
Staff Officer

Bridger National Forest
Office - Kemmerer, Wyoming

Robert Hays
Staff Officer

Big Horn National Forest
Office - Sheridan, Wyoming

George K. Brown
Forest Supervisor

Medicine Bow National Forest
Office - Laramie, Wyoming

David Johns
Staff Officer

Medicine Bow National Forest
Office - Laramie, Wyoming

Harry Gillette
Engineer

Medicine Bow National Forest
Office - Laramie, Wyoming

S. H. Van
Staff Officer

Medicine Bow National Forest
Office - Laramie, Wyoming

Paul C. Pownall
Agricultural Statistician

Agricultural Marketing
Service - Cheyenne, Wyoming

John D. Hitchcock
Entomologist

Agricultural Research Service
Entomology Research Division
Bee Culture Laboratory
University of Wyoming
Laramie, Wyoming

C. L. Stanford
Supervisor in Charge

Agricultural Research Service
Plant Pest Control Division
Cheyenne, Wyoming

Dr. A. D. Robb
Assistant Veterinarian in Charge

Agricultural Research Service
Animal Disease Eradication
Division - Cheyenne, Wyoming

Dr. Dale Bohmont
Head, Plant Science Dept.

University of Wyoming
Laramie, Wyoming

Harry H. Irving
Chief, Program Operations

Farmers Home Administration
Casper, Wyoming

James F. Blodgett, Jr.
Real Estate Loan Officer

Farmers Home Administration
Casper, Wyoming

Fred N. Giles
Area Supervisor

Farmers Home Administration
Powell, Wyoming

Allen H. Wight
Area Supervisor

Farmers Home Administration
Wheatland, Wyoming

NAME AND POSITION

ADDRESS

O. Henry Engendorff
Deputy Commissioner of Agriculture

Wyoming Dept. of Agriculture
Capitol Building
Cheyenne, Wyoming

Michael Purko
Director, Division of Chemical &
Bacteriological Laboratory

Wyoming Dept. of Agriculture
University of Wyoming
Laramie, Wyoming

W. H. Tiberend
Director, Division of Food & Drugs

Wyoming Dept. of Agriculture
Capitol Building
Cheyenne, Wyoming

UNITED STATES DEPARTMENT OF AGRICULTURE
MANAGEMENT TRAINING PROGRAM
THE UNIVERSITY OF WYOMING

February 15-19, 1960

Monday, February 15

8:00 - 10:00 AM Organization Meeting -- Mr. Lester J. Hoffman, Chairman, TAM Workshop Planning Committee

Welcome: Mr. Neal W. Hilston, Dean, College of Agriculture

10:00 - 10:15 Coffee Break

10:15 - 11:30 Continuation of Organization Meeting -- Professor O. D. Turner, Head, Department of Business Administration, University of Wyoming

11:30 - 1:15 Lunch

1:15 - 2:45 PM Gaining a Broader Understanding of USDA -- Mr. Ernest C. Betts, Director of Personnel, USDA, Washington, D.C.

2:45 - 3:00 Coffee Break

3:00 - 4:15 Discussion Session -- led by Mr. Betts (It is suggested that committees go into a buzz session at coffee time and come up with a major pertinent question(s) for discussion.)

Tuesday, February 16

8:30 - 10:00 AM Public Relations -- Mr. Malcolm P. Grover, Branch Manager, Safeway Stores, Public Relations Department, Denver, Colorado

10:00 - 10:15 Coffee Break

10:15 - 11:30 Discussion Session -- led by Mr. Grover

11:30 - 1:15 Lunch

1:15 - 2:45 PM Developing Tomorrows' Leaders -- Mr. A. T. Briley, Deputy Director, Tenth U. S. Civil Service Region, Denver, Colorado

Assignments
 "Developing the Executive of Tomorrow," Koontz and O'Donnell, p. 156.
 "How Comprehensive Are Your Management Development Plans," Richards and Nielander, p. 820.

Tuesday (cont.)

2:45 - 3:00

Coffee Break

3:00 - 4:15

Discussion Session -- led by Mr. Briley (It is suggested that committees go into a buzz session at coffee time and come up with a major pertinent question(s) for discussion.)

Wednesday, February 17

8:30 - 10:00 AM

Basic Functions of the Administrator -- Professor O. D. Turner, Head, Department of Business Administration, University of Wyoming

Assignments

"Skills of an Effective Administrator," Richards and Nielander, p. 758.

10:00 - 10:15

Coffee Break

10:15 - 11:30

Case: Foreman Jones

11:30 - 1:15

Lunch

1:15 - 2:45 PM

Authority, Delegation, Responsibility -- Professor John L. McKeever, Business Administration Department, University of Wyoming

Assignments

"Good Management Men Delegate Authority," Manual 0-65.

"Ten Commandments of Good Organization," Manual 0-78.

"How to Delegate Responsibility," Richards and Nielander, p. 618.

"Completed Staff Work: Key to Effective Delegation," Richards and Nielander, p. 648.

2:45 - 3:00

Coffee Break

3:00 - 4:30

Buzz Session and Discussion -- (Each committee will be in a buzz session during the coffee break and the first 15 minutes of this session. Topics developed for discussion should be related to delegation of authority and responsibility.)

Thursday, February 18

8:30 - 10:00 AM

The Human Element in Management -- Professor O. D. Turner, Head, Department of Business Administration, University of Wyoming

Assignments

"The Human Side of Enterprise," Davis and Scott, p. 49.

"Changing Patterns in Human Relations," Richards and Nielander, p. 65.

"The Three Basic Methods of Leadership," Koontz and O'Donnell, p. 223.

Thursday (cont.)

10:00 - 10:15

Coffee Break

10:15 - 11:30

Participation and Communications Concepts -- Professor O. D. Turner, Head, Department of Business Administration, University of Wyoming

Case: East Ohio Communications Company

11:30 - 1:15

Lunch

1:15 - 2:45 PM

Better Communications Techniques -- Professor Jack C. Routson, Business Administration Department, University of Wyoming

Assignments

"Guiding Rules for Communications," Manual pp. 59-61.
"What Employees Want from their Work," Manual pp. 72-76.
(Each committee should formulate a list of techniques which it feels will improve communications within the organization. This should include a statement of the problem, what means could possibly be used to overcome it, and why this method, or these methods could be expected to be successful.)

2:45 - 3:00

Coffee Break

3:00 - 4:15

Continuation of Previous Assignment

Assignments

"Barriers to Communication," Richards and Nielander, p. 111.
"The Administrator's Skill: Communication," Richards and Nielander, p. 127.

Friday, February 19

8:30 - 10:00 AM

Better Line-Staff Relationships -- Professor John L. McKeever, Business Administration Department, University of Wyoming

Assignments

"Developing Sound Line-Staff Relationships," Koontz and O'Donnell, p. 119.
"The Line-Staff Relationship," Richards and Nielander, p. 634.
"Improving the Relationship Between Staff and Line," Davis and Scott, p. 238.

10:00 - 10:15

Coffee Break

10:15 - 11:30

The Calhoun Case

Friday (cont.)

11:30 - 1:15

Lunch

1:15 - 2:45 PM

Evaluation Session -- Professor Dale Bohmont, Head,
Plant Science Department, University of Wyoming

2:45 - 3:00

Coffee Break

3:00 - 4:15

Continuation of Previous Session

USDA TAM WORKSHOP
ASSIGNMENTS FOR PARTICIPANTS

<u>Date</u>	<u>Program Topic</u>	<u>Introduction and Discussion Leader</u>	<u>Summary of Talk</u>
<u>Monday</u>			
2-15-60 8:30-11:30 AM	<u>Welcome</u> - Dean Hilston		
	<u>Objectives & Plans for Workshop</u> - Les Hoffman, Jack Turner, Arvil Ashment		
1:15-4:15 PM	<u>Gaining Broader Understanding of USDA</u>	C. L. Endicott, SCS	Lin Bowman, FS Jim Blodgett, FHA
<u>Tuesday</u>			
2-16-60 8:30-11:30 AM	<u>Public Relations</u>	Bob Hays, FS	Adrian Dalton, FS Howard Sturges, SCS
1:15-4:15 PM	<u>Developing Tomorrow's Manager</u>	A. D. Robb, ARS	Harry Gillette, FS Otto Engendorff, WDA
<u>Wednesday</u>			
2-17-60 8:30-11:30 AM	<u>Basic Functions of the Administrator</u>	Otto Engendorff, WDA	Dave Johns, FS Fred Giles, FHA
1:15-4:15 PM	<u>Authority, Delegation, Responsibility</u>	Allen Wight, FHA	Dale Jones, FS George Lowham, ASC
<u>Thursday</u>			
2-18-60 8:30-11:30 AM	<u>The Human Element in Management</u>	Lloyd Jones, ASC	C.L. Stanford, ARS Harry Tiberend, WDA
1:15-4:15 PM	<u>Better Communications Techniques</u>	Paul Pownall, AMS	Ed Heller, FS H. Leo Wilson, SCS
<u>Friday</u>			
2-19-60 8:30-11:30 AM	<u>Better Line-Staff Relationships</u>	Keith Miller, SCS	Stratton Van, FS John Hitchcock, ARS
1:15-4:15 PM	<u>Workshop Evaluation & Recommendations</u>	Dale Bohmont, U. of Wyoming	Russ Kronenberger, SCS Will Longpre, ASC

TAM WORKSHOP ASSIGNMENTS

DISCUSSION AND STUDY GROUPS

Louis Schilt, EXT S - Chairman
Lindley Bowman, FS
David Johns, FS
C. L. Endicott, SCS
O. Henry Engendorff, WDA

Laramie
Cody
Laramie
Casper
Cheyenne

H. Leo Wilson, SCS - Chairman
Dale Jones, FS
Stratton Van, FS
Wilfred E. Longpre, ASC
Allen H. Wight, FHA
W. H. Tiberend, WDA

Casper
Cody
Laramie
Casper
Wheatland
Cheyenne

R. C. Kronenberger, SCS - Chairman
Paul Pownall, AMS
Ed Heller, FS
George W. Lowham, ASC
Fred N. Giles, FHA
John D. Hitchcock, ARS

Casper
Cheyenne
Douglas
Casper
Powell
Laramie

Joseph H. Prochaska, ASC - Chairman
James F. Blodgett, Jr., FHA
Dale Bohmont, EXP STA
A. D. Robb, ARS

Casper
Casper
Laramie
Cheyenne

Harry H. Irving, FHA - Chairman
Robert Hays, FS
C. L. Stanford, ARS
Harry Gillette, FS
C. Keith Miller, SCS

Casper
Sheridan
Cheyenne
Laramie
Casper

George K. Brown, FS - Chairman
Adrian Dalton, FS
Helen Hunter, EXT S
Howard Sturges, SCS
Lloyd Jones, ASC

Laramie
Kemmerer
Laramie
Casper
Casper

TAM WORKSHOP COMMITTEE ASSIGNMENTS

EDITORIAL COMMITTEE

Louis Schilt, EXT S	Laramie
George K. Brown, FS	Laramie
Paul C. Pownall, AMS	Cheyenne
Joseph H. Prochaska, ASC	Casper
Howard Sturges, SCS	Casper
Harry H. Irving, FHA	Casper
C. L. Stanford, ARS	Cheyenne
Robert Hays, FS	Sheridan

LIBRARY COMMITTEE

John D. Hitchcock, ARS	Laramie
David Johns, FS	Laramie
R. C. Kronenberger, SCS	Casper
George W. Lowham, ASC	Casper
James F. Blodgett, Jr., FHA	Casper
W. H. Tiberend, WDA	Cheyenne

SOCIAL AND RECREATION COMMITTEE

Helen Hunter, EXT S	Laramie
Dale Bohmont, EXP STA	Laramie
Stratton Van, FS	Laramie
H. Leo Wilson, SCS	Casper
Wilfred E. Longpre, ASC	Casper
Dale Jones, FS	Cody
Allen H. Wight, FHA	Wheatland

ADVISORY STEERING COMMITTEE

C. L. Endicott, SCS	Casper
C. Keith Miller, SCS	Casper
Lloyd Jones, ASC	Casper
Harry Gillette, FS	Laramie
O. Henry Engendorff, WDA	Cheyenne
Lindley Bowman, FS	Cody
Ed Heller, FS	Douglas
Adrian Dalton, FS	Kemmerer
Fred N. Giles, FHA	Powell
A. D. Robb, ARS	Cheyenne

GAINING A BROADER UNDERSTANDING OF USDA

By Ernest C. Betts,
Director of Personnel of Washington, D. C.

Ernest C. Betts, Jr. was born on a farm at Hillsboro, Wisconsin. He received his education at the Platteville (Wis.) State Teachers College and the Vernon County Normal School at Viroqua, Wisconsin. He entered Federal Service in 1939 and 18 of his 21 years of service have been with the U. S. Department of Agriculture. He was appointed Director of Personnel for the Department in 1956. Mr. Betts is co-chairman of the TAM Work Group.

SUMMARY

By Lin Bowman, FS
Jim Blodgett, FHA

TAM program, initiated in early 1950's, has had approximately 1500 people participating in such management institutes during the past 2 years.

You are fortunate to be selected from the group eligible to participate in TAM workshop.

Your plans for this workshop are excellent. They are based chiefly on participation by local people.

Two things should be done in the Department towards improvement, Mr. Betts stated. These were: (1) improvement in skills, and (2) know more about the Department of Agriculture. First-hand study has shown that several thousand employees know little or nothing about other agencies of the USDA. Mr. Betts passed out questionnaires which were self-rated and they revealed, that even in this select group, there was much needed to improve our knowledge of the Department and of the various agencies.

Two-thirds of the people in the upper brackets of government positions have never been exposed to any kind of management training. Top managers have been selected in USDA with little or no training.

There are sixteen agencies headed up by 4 assistant secretaries, who in turn report to the Undersecretary and the Secretary of Agriculture.

Included in the above are 14,000 part-time and 77,000 full-time employees. There are 15,000 Extension Service employees and 20,000 Experiment Station workers who are State employees. There are also 9,100 ASC local people who are not under Civil Service.

Mr. Betts stated that the USDA is a dynamic force with all the citizens. It serves both producer and consumer in three general areas of activity--education, research, and service.

Never have so few people fed so many so well, stated Mr. Betts. The future of Agriculture is indeed bright. We need an increase of only 50% in production to meet the needs in 1975 and it looks as though this can easily be accomplished.

The farmer is now a businessman and is guided by general business practices.

Mr. Betts showed some slides delineating briefly the organizational history of USDA and for further information referred to these two publications: "Guide to Understanding USDA" and "Manual of Organization of the U.S. Government".

DISCUSSION

Led by C. L. Endicott, SCS

1. USDA plays role of catalyst between producer and consumer in the three general activities of Education, Research, and Service.
2. Pay structure determination: (a) Civil Service classification; (b) Wage board, based upon related local wage scale; (c) ASC, county, and some others are set by individual determination.
3. Very doubtful that ASC would change to Civil Service classification because all employees do not desire the controls involved.
4. Grain storage situation is generally good. New grain storage agreement now being formulated.
5. It is planned to continue with TAM program. Other agency and government training programs are also functioning.

PUBLIC RELATIONS

"The Misinterpretation of the Nature and Purpose of Public Relations"

By Malcolm P. Grover

Malcolm P. Grover is Branch Manager, Public Relations Department, Safeway Stores, Inc. with offices in Denver, Colorado. He was born on August 17, 1916 in Butte, Montana. EDUCATION - Oklahoma State College, Stillwater, Oklahoma; Bachelor's Degree in Marketing - Graduate work in Economics; attended University of Southern California - Course in Labor Relations; EMPLOYMENT - Economic Instructor at Oklahoma State College, Stillwater, Oklahoma; formerly associated with Braun & Company, National Public Relations Counselors; worked with Safeway Stores, Inc. Public Relations program in the Rocky Mountain region for the past 11 years and presently is Branch Public Relations Manager, covering an area of seven states - Montana, Wyoming, Colorado, New Mexico, Idaho, Utah and western South Dakota, Nebraska and Kansas; coordinates public relations programs for store managers, relations problems in procurement, press relations, and internal relations matters; ORGANIZATIONS AND AFFILIATIONS - past president of Denver Advertising Club; Director, Mile High United Fund; Director, Denver Chamber of Commerce; Director, Denver Area Boy Scouts of America; President, Colorado Chapter, Public Relations Society of America.

SUMMARY

By Adrian Dalton, FS
Howard Sturges, SCS

Mr. Grover's presentation of his subject was in two parts. The first was to set the background and nature of public relations work; the second to illustrate specific problems and instances of public relations at work.

Mr. Grover stated that those of us who give our time to problems of a public relations nature are learning by doing and experience has taught us that there are no stock answers to problems in public relations.

Business and government are servants of the same master. Each depends for its existence upon public approval of the service it renders. Neither can perform its function independently. Both are concerned with common problems.

Mr. Grover indicated the opinions he offered were confined to the subject of public relations in the field of business, although the basic principles involved were applicable to any public relations problem.

Our conception of public relations depends upon what we believe to be the functions of business itself; business operations must be understood and approved by the people who receive the benefits. Today, people expect more of business than useful and economical service; people expect business to be a good citizen, reserving the right to define good citizenship. Business recognizes that society will not long permit the continuance of a business whose only justification is financial success. Business must prove its social and economic worth through the assumption of responsibility for the national welfare. These general considerations of the function of business in the modern world have a direct bearing upon the purpose of public relations.

Public relations is essentially the function of molding public opinion. Of this function, Abraham Lincoln has written a perfect description: "Public sentiment is everything. With public sentiment nothing can fail; without it, nothing can succeed. Consequently, he who molds public sentiment goes deeper than he who enacts statutes or pronounces decisions. He makes statutes or pronounces decisions." Activities such as merchandising promotions and publicity stunts are common conceptions of public relations; however, they are aimed at influencing Mr. and Mrs. Jones as customers rather than as citizens. The man in the street thinks one way as a customer and another way as a citizen. It is in the job of molding the citizen's public opinion that the nature of public relations is so often misinterpreted.

Mr. Grover continued by listing and discussing common misinterpretations of the nature of public relations.

1. The ballyhoo concept. This is probably the most common misconception of the public relations job. It is the concept of mass hypnotism, intellectual jujitsu and emotional manipulation judged primarily by the number of square inches of free newspaper space. The ballyhoo style makes a spectacular showing, but is not a sound procedure.

2. Failure to recognize what constitutes the public. Actually, there is no "general public" but many publics each differing in interest and attitude from the other. The task of public relations is to know all the groups of people with which it deals, to study group interest, and survey individual opinions. No single program can serve effectively the interests of all groups. Each of the many publics must receive special consideration. Public relations is primarily human relations struggling for the balance of power in public opinion. Organizing such a group into effective crusaders requires the maintenance of successful relations with those elements with which it is composed.

3. Propaganda concept. Propaganda is a loose term used to describe practically any type of promotion. On this basis almost any organization or institution engages in propaganda activity of some kind. There are two kinds of propaganda - good and bad. Promotional activities that conceal the sources, interests, methods, or content are examples of bad propaganda. Questionable propaganda is based upon the assumption that any means justifies the end. We know this is not true. Bad propaganda is ineffective not only because it is socially unacceptable but because it is not based upon a careful appraisal of the basic problem. Good propaganda is based on honest objectives, creditable facts, open methods, authoritative sources, and responsible sponsorship. There is a field for legitimate propaganda, but it can never function as a substitute for sound policy and enlightened management.

A serious error is to consider public relations on an emergency basis. There are ground swells of public opinion completely beyond the influence of any one individual or group. It is our job to keep on the crest of these waves and not get caught in the trough. No government or business can rely upon solving the immediate problems. Because of the constantly changing situation, public relations must be a grass roots operation. It must be a long range cumulative development that gathers momentum and gains effectiveness as it grows.

Mr. Grover stated that in his opinion there are three main functions in the total public relations job:

1. Research. We must know how people are thinking now and what it is they want.

2. Interpretation. If we are already in step with public opinion but suffering from misunderstanding, we must use all the tools available for making the correct facts known. This involves advertising, publicity, conferences, speeches, etc.

3. Action. There are two kinds of action: corrective and leadership. If policies and practices are in conflict with public opinion, no amount of superficial ballyhoo will permanently convince the public that black is white. If we are wrong, we must effect a change even though it means complete and drastic overhaul. In leadership action, public relations exercises its most important role by guessing what practices the public is going to want to change and changing them before the public gets around to the trial for treason.

The field of public relations deals with the whole of business and government and is a part of regular operations. It cuts across every phase of operation and is directly concerned with everything that is said or done. Whatever is done in the name of public relations can be no more effective than the philosophy of the management which supports it. Sound public relations must begin at the top where policies are made and should be consulted before policy and practice are placed into effect. How will the public react? Is it in step with current or future public opinion? How should it be executed so it will be properly understood? In government, as in business, it is the actual operation that counts.

During the discussion period, Mr. Grover stressed local contact with opinion makers as an effective public relations tool. Every community, town, or city, contains a group of built-in opinion makers who mold local public opinion. The banker, newspaper publisher, leader of political parties, and the law enforcement attorney make up the core of this group.

During his presentation, Mr. Grover used concrete examples to illustrate each of his points, effectively demonstrating the application of public relations to everyday operations.

DISCUSSION

Led by Bob Hays, FS

Q: How do we obtain urban understanding of farm problems?

A: 1. Local contact.
2. Farm day programs.
3. By the use of built-in opinion makers.

Q: What part should government take in urban understanding?

A: There are two phases to urban understanding -- 1. Product selling is the job of wool growers, Farm Bureau, etc. 2. Agency selling is concerned with the why and the need for a farm program.

Q: Large chains and businesses are viewed by publics as destructive monsters. How is this negated?

A: It is not negated. Pressure is exerted on the problem through local news releases and so forth.

Q: What are the requirements in solving public relations problems?

A: Early action by those directly involved in the problem. Conferring or meeting together, admitting the problem and searching for mutual solutions.

DEVELOPING TOMORROW'S LEADERS

By A. T. Briley

A. T. Briley is Deputy Director, Tenth U. S. Civil Service Region, Denver, Colorado. He graduated from the University of Mississippi with a BA degree in 1933 and MA in 1934; entered government service as a Fingerprint Classifier with the FBI in 1936, and has been with the Civil Service Commission since 1939 except for a period of active duty in the Navy from 1943 to 1946. Most of his work with the Commission was in what is now the Eighth Region at Dallas where he served as Investigator, Inspector, Chief of Investigations Division, Chief of Inspection Division, and Chief of Examining Division. He was promoted to Deputy Regional Director, Tenth U. S. Civil Service Intermountain Region at Denver in March 1958 and is still in that position which involves supervision of Board of Examiners, new appointees cleared, inspection and classification.

SUMMARY

By O. Henry Engendorff, WDA
Harry Gillette, FS

It is apparent that tomorrow's managers will not be walking digital computers, nor will they necessarily be mathematicians with Ph.D's. Tomorrow's managers will have much the same qualifications and responsibilities as those of today.

It is questionable that tomorrow's management decisions will be made by a cold calculating monster, which can be leased for \$35,000 a month, thus replacing many managers. Modern computers will play a dramatic role in tomorrow's business operations; however, they will remain merely as tools and will not be business excercisers. The computer will provide fast and economical information upon which decisions will be made. The manager still will apply the judgment.

It appears that managers will be in demand in both industry and government. This demand will be brought about by further decentralizing of the government and of industry. It is also a fact that most of our present day managers are of the age where they will be retiring within the next 5 to 10 years.

In the managerial field we are looking for specialists, generalists, young graduates, experienced subordinates with potential or proven talents. We are looking for people with ability to get along with people, ability to organize, ability to delegate authority. The candidate must know his job and must have initiative. He must have the ability to get work from others and he must look objectively at the future.

Some of the don'ts noted in training managers are: don't put young graduates in a managerial position without previous training and some experience; don't be afraid to allow manager candidates to take some responsibility and initiative.

The future managers are to come from the ranks of the organizations and from colleges and any other place potential candidates may be found, such as other agencies or industries. Future managers should not be too old prior to starting of training in order that the government or industry can get a reasonable number of years of service after the training period.

It has been found that exams can usually be used successfully in selecting candidates for future managers. A person in a manager position should keep his eyes on individuals who show managerial ability.

Management training is a never-ending process if it is to be most effective. The first stage is development of technical proficiency. This is followed by development of elements of management common to any management situation. We should give the best training available. The candidate should be given help and encouragement to use his own initiative.

We can't always expect miracles in results. Often results come slow. Usually the results we get are in relation to the efforts we put forth. The penalties for failure can be extreme. They can result in a second-rate industry, department or government.

DISCUSSION

Led by A. D. Robb, ARS

The question and answer period was devoted to answering questions which gave further explanation of the subject matter of the lecture.

Points emphasized were:

1. Be sure the candidate for manager is capable of doing the job.
2. Select candidates from the ranks if possible.
3. Usually candidates who are recently graduated lack the necessary experience and must be given special training.
4. When there are a number of candidates who are equal and a choice of one must be made, explain to others the basis for not selecting them.
5. The time to start training candidates for managers.
6. Qualifications of a candidate.

BASIC FUNCTIONS OF THE ADMINISTRATOR

By Jack D. Turner

Othel (Jack) D. Turner was born on December 11, 1917 in Van Buren, Arkansas. He is presently the head of the Department of Business Administration, University of Wyoming, Laramie, Wyoming. B.A. degree, University of Tulsa, Oklahoma; LL.B. University of Arkansas; M.B.A. University of Texas; Ph.D. University of Texas.

SUMMARY

By Dave Johns, FS
Fred Giles, FHA

Management is a combination of leadership, motivation, art, direction, supervision, understanding, planning, coordination, delegation and training.

Administration may be defined as the creation of an environment suitable for a group of individuals to achieve a common objective.

The administrator is a combination of administrative management and operative management, and is a thinking, planning, function - or operation in accordance with plans.

Top management typically includes top three levels -- Board of Directors, Executive, and Executive Assistants. They are responsible for basic policy influenced by service tied with profit. The Government is essentially the same - (service).

Second echelon of management responsible for general policy.

Next section of management responsible for operational or departmental policy.

Management requires experimentation or creativeness which adds to education and knowledge.

Problems develop for management when top management fails to understand that theirs is a policy-making function and permits direct dealing with lower or operating management or when they permit direct contact and communication, bypassing intermediate management.

Authority and responsibility must be delegated to each level of management and must be clearly understood by each level -- delegate and define. After authority and responsibility is delegated, proper control items must be maintained, necessitating lines of communication and skills must be open both ways. Control is partly budgetary and partly inspection -- Control is the measurement of deviation from plan - Control must be prompt.

Administration or management recognizes three types of skills: Technical, Human, Conceptual. At lower level, technical skill is most important and thus there is a gradual lessening as one progresses toward top level. Importance

of human skills increases as one rises in management. At top level, conceptual skill is most important and most used - still realizing the importance of human skill and to a much lesser degree the technical.

Discussion -- The case of Foreman Jones was presented and after discussion of the facts and a short role played by participants, determinations were made as follows:

1. Communications - timeliness
2. Personnel selection for advancement
3. Human behavior
4. Breakdown of operation
5. Intolerances

The final solution to the problem was found to be:

1. Selection of personnel
2. Communications

Jones was transferred to another district and reduced in grade to a crew member.

AUTHORITY, DELEGATION, AND RESPONSIBILITY

By John L. McKeever

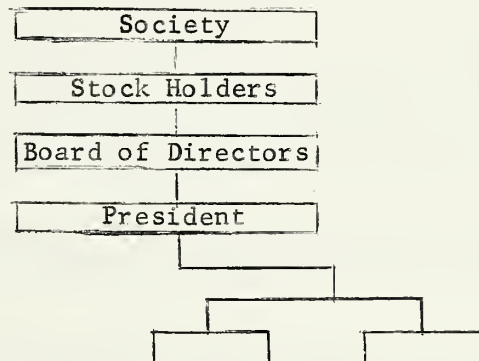
John L. McKeever is the Assistant Professor of Business Administration, University of Wyoming, Laramie, Wyoming; B.S. degree, Bowling Green State University, Ohio and M.B.A., University of Denver, Colorado. He was born in Lima, Ohio on December 26, 1914.

SUMMARY

By Dale Jones, FS
George W. Lowham, ASC

Authority was defined as the right to make decisions. Plan, command, and choose alternatives.

"Formal" and "acceptance" theories of authority were described. It was brought out that society is the supreme coordinating authority, and the following organizational chart was drawn to emphasize this:



Willingness of the subordinate to accept his superior describes the acceptance theory. The subordinate has two choices: he can either accept his superior or change position.

Immobility, created by such benefits as seniority, pension plans, etc., invalidates the acceptance theory.

Responsibility was described as the "obligation for the performance of a job in keeping with delegated authority".

Delegation was defined as "the process of disseminating authority". Authority is delegated which creates responsibility. You can never delegate responsibility, but authority and responsibility should always be commensurate.

The principles of proper delegation were established as follows:

1. Carefully establish goals of an organization, its functions and sub-functions.

2. Give a clear definition of the areas of responsibility.
3. Allow and encourage subordinates to develop.
4. Give recognition of meritorious achievement.
5. Establish controls to measure performance.

The following reasons were given as to why people fail to delegate authority:

1. The attitude that "no one can do the job as well as I" prevails.
2. Fear that subordinates will take over.
3. Personal objectives become different than company objectives.

The principle of unity command was explained as follows: Each subordinate shall have only one man that he reports to.

The exception principle consists of forcing decision making down to the level in organization where the facts are available to make a decision. Decisions that can't be made at this level are the "exceptions".

DISCUSSION

Led by Allen Wight, FHA

Q: How can management most effectively use informal groups?

A: Informal group proceedings and actions may spotlight future leadership. Informal lines of communication should be encouraged so long as the objectives of same are in line with the objectives of the organization.

Q: Why would an organization adopt a policy requiring an employee to accept offered promotions where failure to accept such a promotion would result in demotion?

A: In this particular organization the problem of political interference with top management made the position undesirable and this policy was probably adopted to encourage trained personnel to accept top management positions.

Q: Should an individual performance be appraised by his immediate superior or by a group of his superiors?

A: Multiple appraisal is recommended; however, final disposition should remain with the appropriate superior.

Q: If it is found in an informal secretarial group that the secretary to the top management habitually starts inaccurate rumors, how should the resultant problems be resolved?

A: The immediate superior to the disgruntled person should counsel with his superior officer and advise him of the situation. One possible remedy might be found in reducing the time lapse of releasing news of the type which has been running the grape-vine.

Q: What pattern of communication might best be employed to assure the person originating an idea that his suggestion will be given proper consideration at appropriate levels and without undue delay?

A: Suggestion box with an adequate system of evaluation to assure adequate and prompt consideration.

Q: Elaborate on the "formal" and "acceptance" theories and are they in operation concurrently in a given organization?

A: The "formal" and "acceptance" theories go hand-in-hand, support each other and are co-existent in our society and within organizations in our society.

THE HUMAN ELEMENT IN MANAGEMENT

By Jack D. Turner

Othel (Jack) D. Turner is the Head of the Department of Business Administration, University of Wyoming, Laramie, Wyoming.

SUMMARY

By Henry Tiberend, WDA
C. L. Stanford, ARS

The basic theory of human relations has certain needs, which follow:

1. Subsistence
2. Social
3. Ego
4. Participation

Organization should provide:

1. Fair pay
2. Recognition
3. Opportunity to advance
4. Security
 - a. day by day
 - b. year to year
 - c. old age

In the past fifteen years great stress has been placed on human relations as they pertain to management. One thing that has come forth is the tendency on the part of employees to form their own "informal groups". This informal group developed with a cooperative attitude to increase production. Such was explained by the Hawthorne Plant situation of 1924-1932, in which experiments were conducted with small groups of people to determine how production could be increased. There was a definite uptrend in production of this small group, even though the intensity of light in the room was changed. Until such light became slightly more than moonlight, production continued upward.

The Relay Room experiment of 1957 was similar to the above, in that production of relays increased, although periods of work varied. Five women were selected to work on these relays. An observer was put in the room to note the work and attitude of the women, although no foreman was present. It was decided to give two 10-minute rest periods. Production increased. Then two 15-minute rest periods were instigated. Again production increased. It was decided to revert to the old method of work, whereby the women would work four hours without a rest period. During the absence of one member, others increased their work in order to hold the production at a high level. Here again the production increased. This was definite proof of an "informal group" working in such manner as to increase production.

The above methods were reversed in the Bank Wiring Room experiment. Fourteen men were selected for an experiment in the use of a smaller room for constructing electrical connectors and selectors. Here a definite motivation for production could not be arrived at. Money was not the only motivation, since these men had a potential of 10,000 to 11,000 units. The top production was 6,600 units. Again, groups were formed, though some members were not accepted by the entire group. This group turned into a resistance group, actually resisting management at their own financial sacrifice. Their guiding rule in this was:

1. Don't be a "rate buster"
2. Don't be a "chiseler"
3. Don't "squeal"
4. Don't emphasize "social position"

Informal groups typically have a leader and social status. Why do people resist changes within the organization? They don't know what it will do to changing of their social status.

Management thinks in terms of efficiency.

Employees think in terms of security and social status.

Management cannot function on economics alone.

BETTER COMMUNICATION TECHNIQUES

By Jack C. Routson

Jack C. Routson is Associate Professor of Business Administration, University of Wyoming, Laramie, Wyoming. He was born September 4, 1922 at Oshkosh, Nebraska. He attended the University of Colorado and received his B.S. and M.S. degrees there. He became associated with the University of Wyoming in 1948 and has been working with the Department of Business Administration since. His experience in other fields is wide, furnishing him with an interesting background for his instruction duties.

SUMMARY

By Ed Heller, FS
H. Leo Wilson, SCS

Better communication technique is a part of one of three major human relation problems in working with and through people. There is the social nature of organization where there is an informal structure within the formal structure of the organization. This social function must deal with the needs and desires of a social nature before the worker produces at the optimum; it is in contrast with the economics function which deals with the worker performing the job for the economic return.

I. Change in the Social Structure.

(A) Social Structure is stable although people are moving through it in time and place.

1. Formal leader does not change.
2. Informal leader does change.

(B) Social Structure is affected by:

1. Technical Change - changes made to secure effectiveness of tools and machines to improve effectiveness of the technical organization.

a. These changes result in the social dislocation of individuals and groups.

b. Factors affecting this disturbance are:

- (1) Timing - rate at which change may be introduced without disrupting the equilibrium of the social organization.
- (2) Timing - as to when change should be made, depending upon business conditions, morale, and precise manner change will affect specific individuals and groups.

(3) How change should be introduced.

- (a) Sentiment of people affected of primary importance.
- (b) Sentiments of others related to them to be determined.
- (c) Problems arising from new pattern of inter-personal relations be anticipated and understood.
- (d) Understandable and acceptable explanation of the change be made before it is introduced.

2. Change in Formal Organization.

a. Similar to those involved in making Technical Change.

3. Changes in Informal Organization.

a. Factors affecting Informal Structure Changes.

- (1) Equipment.
- (2) Methods and Procedures.
- (3) Personnel shifts.
- (4) Economic Evaluation.
- (5) Personal factors.

II. Change with respect to Control and Communications.

(A) Formal Structure specifies manner in which control shall be exercised, i.e., directives, etc.

- 1. Function of control is generally performed by supervisory structure and staff.
- 2. Management must be provided with information as to how organization is functioning to exercise control.

(B) Basic problem of Control is Communication.

- 1. Problems involved in transmitting information from the top to the bottom are well recognized.
- 2. Problems arising in communication from bottom to the top are not.
 - a. Information flowing through supervisory structure should be an accurate representation of the situation.
 - b. At successive steps in structure, a selection process takes place because some information is pertinent only to the first level and not to higher levels.
 - c. Proper selection of information must be made at each level.

- d. Channels of communication can become blocked:

By inadequate orientation of the supervisor to his situation, he may fail to make adequate discriminations in fact or adequate interpretations of facts selected, thus leading to faulty communication of actual situation.

3. Informal vs. formal organization.

- a. Discrepancy between the actual situation and formal organization may place supervision in awkward position.
- b. Defective relation between a first line supervisor and his employees may prevent intimate understanding of problems in work situation.

III. Adjustment of the Individual to the Structure.

(A) Continual movement of people in point of time and social space.

- 1. Orientation takes place not only for new employee but for older employee as he changes jobs or social groups.
- 2. Evaluation of individual by himself in relation to his situation and in turn he is evaluated by others.
 - a. Criteria of evaluation determines selection of factors entering into these appraisals. Criteria vary.
 - b. Adequacy of evaluations important in successful functioning of the concern.
 - (1) Relate to work satisfactions of individual.
 - (2) Relate to selection of people for promotion.
 - (3) Relate to all major decisions made by employee, supervision and management.

BETTER LINE-STAFF RELATIONSHIPS

By John L. McKeever

John L. McKeever is the Assistant Professor of Business Administration, University of Wyoming, Laramie, Wyoming.

SUMMARY

By S. H. Van, FS
J. D. Hitchcock, ARS

In a regular organization there is first a "devolution" or downward growth in which line officers perform all specialized functions.

As the size of the organization increases, the functions become too complex for management by an individual, so specialized functions become decentralized and an advisory staff is evolved.

The basis for line is that of function.

The principle distinction between line and staff is that of authority which rests in the line. The staff services or advises the lines within the entire organization. No staff has authority over a line officer but complexities arise because he may usurp such authority. The staff should give recommendations, not orders, unless the orders are issued under the signature of a superior line officer.

In large organizations, line authority may exist within a staff function.

If a staff issues orders which are accepted by the line, then the set-up becomes a functional authority organization in violation of the line-staff principle.

The right of appeal against staff "orders" is available thru line channels.

The span of control at top levels is about 3 to 9 individuals and at lower levels is about 15 to 30 individuals. The number depends on the capacity and time of the supervisors and the skill and training of the subordinates.

WORKSHOP EVALUATION AND RECOMMENDATIONS

By Dale Bohmont

Dale Bohmont was born in Wheatland, Wyoming in 1922. He was raised on a farm near Wheatland, Wyoming and received his early education in Wheatland. Upon his graduation from high school, he entered the University of Wyoming and after a three-year detour in military service was graduated in 1948 with a B.S. degree in Agronomy. He continued his studies at the University of Wyoming and in 1950 received a Masters degree in Plant Physiology. He entered the University of Nebraska for further study and in 1952 was awarded a Ph.D. degree in Agronomy. Mr. Bohmont has been on the staff at the University of Wyoming since 1948. He is presently Head of the Plant Science Department.

He took leave from the University in 1958-1959 and studied at Harvard University where he was awarded an advanced degree in Public Administration in 1959.

SUMMARY

By Wilfred Longpre, ASC
Russ Kronenberger, SCS

1. Organization

- A. Should be a breakdown of the organization plan of the United States Department of Agriculture so there can be additional sessions at a later date.
- B. Should present a brief review of Department of Agriculture organization.
- C. Give lectures so they will include more in detail the organization of the Department of Agriculture.
- D. Have some member of group explain an individual allied organization.
- E. Better explanation of organization set-up.
- F. Organization charts at the State level for all agencies participating, needed prior to conference. This would give a better understanding of subject.
- G. Give theory of organization and then go into each individual organization.

2. Public Relations

- A. Must be a balance between technical and practical aspects of solving cases.
- B. Could more cases be injected into discussion with members of the class playing the role of individuals in case?

3. Personnel Management

- A. Greater use of governmental and industrial men by planning committee.
 - (1). Limited by availability and cost of obtaining experts.
 - (2). Make more use of industrial talent.
- B. Outline of talks prepared and distributed before talk.
- C. More lectures on how to keep management and subordinates happy.
- D. Keep lectures in balance between theory and practice.

4. Human Relations

- A. There should be a balance between technical and practical aspects of human relations.
- B. Performance Appraisals.
 - (1). Personnel ratings are not covered adequately.
 - (2). More lectures on efficiency ratings are needed.
 - a. Need for uniformity of rating
 - b. Need for a system of rating.
 - c. Need someone from industry and government to give talks on efficiency ratings.
 - (3). Need lecture on method or system of interviews.

5. Critique on General Considerations

- A. Getting Acquainted.
 - (1). Rotation of committees (not if you want efficiency).
 - (2). Organization.
 - (3). Segregation of committees.
 - (4). Larger room; round table; rearrange seating; early social affair.
- B. Library.
 - (1). Easier access.
 - (2). Expand library.
 - (3). Broader references.

- (4). Movies or topics.
- (5). Maximum of two people per book.
- (6). References.
 - a. Purchase books or briefs on subject presented. Readings in Public Administration could be used for reference purposes after conference.
 - b. See that such publications are not too technical.
- C. Limitation of people attending.
 - (1). Twenty-five people, NOT to exceed thirty.
 - (2). Physical plant should be adequate. Sufficient blackboard space should be arranged for.
- D. Avoid night sessions.
- E. Supervisor and Subordinate attendance.
 - (1). Both superior and subordinate should be present.
 - (2). Team arrangement.
 - (3). Social aspect.
- F. Case System.
 - (1). Through movies.
 - (2). Assignment prior to case.
 - (3). Get expression.
 - (4). Vary your presentation.
 - (5). Sufficient time in development case.
 - (6). Instructor's control.
 - (7). Agency participation.
 - (8). Cases should be more factual before decisions can be made.
 - (9). Draw participants in cases by lot.
 - (10). Use all people in participation to avoid individual inhibition of discussion.
 - (11). Give more people a chance to participate.
 - (12). Use of films that present a case followed by discussion.

- G. Private consultation or conference with professors.
- H. Time allowed to visit professors with particular problems.
- I. TAM should be continued.
- J. Use more training aids in lectures.
- K. Letter of appreciation should be written to the University of Wyoming for space and services during the TAM.

